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Child Welfare in Britain in the Fourth Year of War

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"CHILDREN come first—be sure to notice that," said one of our leading advisers when we arrived in Britain—a man prominent in both the political and social life of the kingdom. It seemed a simple statement and one to be taken for granted, but we had not yet seen what total war means to the people on the home front. Total war is not only an adult's war, but a children's war. War means shortages, and the fourth year of total war means greater shortages than the first. To assure that children come first in the fourth year of a total war, when scarcities of manpower, food, buildings and materials have become very real, means not only sacrifice on the part of adults: above all it means real planning. Putting children first in a total war does not mean a model performance; it means that a nation does the best it can in extremities.

Family life in Britain, the basis of all sound child care programs, has by this time been very greatly altered. The father of the family is frequently away, either in the Forces or working. Workmen in Britain cannot necessarily live in their own homes; they have to go where the great armament works or shipyards are located and where they are needed. Neither can they necessarily take their families with them; many areas of the country are now closed to new residents, since they are already overcrowded, and only individuals who are seriously needed there, such as munitions workers, may enter the area to live.

Increasingly the women are leaving the homes to work, if not for a forty-eight to fifty-six hour week, at least for part of a day. No mother of children under fourteen is required to take outside work, but a warring country must have manpower and in increasing numbers the women with young children leave their homes to enter the factories. The grandmothers and the aunts often take up the burden of housework and do their best to care for the family, but there are not always grandmothers or aunts who are not themselves working and a heavy burden of

housework in Britain falls upon the little girls of the family.

"We have learned much about girls doing too much housework," said Dr. Jardine of the Scottish Education Department, "and grannies are carrying heavy burdens in looking after children; this has sometimes been called a grandmothers' war."

When the adults come home from the railroad yards or the factories, household chores, mending and household repairs often remain to be done, and the adults are tired. The homes of the country are dark because of the blackout, they are cold because of the fuel shortage, and they are frequently overcrowded; the physical conditions of home life are not too encouraging in a total war.

But Britain is unshaken and steadfast in her attitude about child welfare. "The national ideal for little children in Britain, as in all other civilized countries, has been, is still and will be in the future that they should have good care by good mothers in good homes," says the Ministry of Health stanchly. In spite of its elaborate plans for the care of children in wartime and its tireless efforts to carry out those plans and to safeguard its children, the government and the British people hold firmly to their ideal and consider many of the steps they are taking merely making the best of a bad situation which will be remedied when peace comes. Nevertheless, they are trying to learn from their experiences and mean to profit in peace time from what they are learning of family and child life during the stress of war.

When one thinks of shortages, one thinks first of all of food. Here, in concrete form, Britain has put her children first. Every expectant mother, every child in the first twelve months of his life and every child from one to five is assured his due amount of milk daily; every school child from five to fourteen may secure in his school his fair share of this precious food. This is a guarantee of their government to the children of the nation and its fulfillment has much

to do with the good health of the children. In other foods also the children are safeguarded. The child has his own ration book and is entitled to the same amount of bacon, fat, sugar, preserves, cheese, cereals and dried fruits as is the adult. His allowance of meat is one-half that of adults, but he receives four fresh eggs to every one that goes to a grown-up. Orange juice and such fresh oranges as there are, cod-liver oil extract and pills, black currant juice or puree, and the new discovery—rose-hip syrup, part of "the hedgerow harvest" of the nation—are saved for the children and the country is more vitamin conscious and better trained in the diet needs of children than ever before.

The special clothing needs of children also are provided for by government regulations and the ration system adjusted to them. The Maternal and Child Welfare Services of the Ministry of Health, organized in 1918 as a result of the needs of the first World War, have been greatly expanded—how successfully, the health of the children in this fourth year of the war clearly demonstrates.

At the beginning of this fourth year of war, official and social worker opinions in Britain seem to indicate that the child under five is, on the whole, best provided for when his working mother herself works out a plan for his care with relatives or friends. Some factory owners, to be sure, criticize this method on the ground that the plan often breaks down after a few months and the mother has to make other arrangements; relatives get tired, they say, and give up their job. However, persons responsible for the government program seem to feel that the mother's own arrangement for home care for her child frequently secures values for both mother and child that the more artificial methods of care do not generally have.

At the present time, the need for women's labor is so great that the Ministry of Labor is stimulating part time employment wherever possible and urging factories to adjust their schedules so that women may be employed for part of each day. This is leading to an increase in the number of women who share one job between them, alternating on the job and in the care of the children of both. Where factory schedules can be adjusted to this plan, it frequently means much to the children and to the home life of the family, since each woman has half of the day with her own children and, during the other half, the children are cared for by a friend. Some alternating day plans are also developing.

Few good words seem to be said for the so-called "minder system," which now is used for the most part only in Birmingham, Nottingham and Islington.

One government official stated: "The minder system is all right when the mothers arrange it themselves as a friendly personal service, but it is killed when it becomes official and regularized." In this connection we should bear in mind that the forces that combine in wartime to bring about the extensive employment of women and mothers of children also operate to reduce the number of available personnel to serve social agencies, government departments and other organizations and that instead of having increased supervision of social welfare activities, there must of necessity in wartime be less both in amount and frequently in professional quality. The minder system is evidently a very difficult one for governmental agencies in wartime to supervise adequately.

In much of our discussion in this country about day care for children, the implication is that a high type nursery school is not only our aim, but our expectation. Valuable as nursery schools and nursery classes in the elementary schools of Britain are believed to be, in a trip around the country one sees rather few indications of the effect of these types of work on the problem of the working mother. At the beginning of the war there are said to have been about one hundred twenty nursery schools in England and Wales. Many of these, however, moved to safer retreats in the country when the blitz began and have turned into residential nurseries. At the present time in Scotland, there are only forty nursery schools, all of them under private auspices. Both nursery schools and nursery classes are accustomed to operating for short hours and in most cases short hours are not a solution to the problem of the working mother. Therefore, to be of real assistance to her, the nursery school has had to adjust its program and shortage of professional staff has made it impossible for the "wartime nursery" in many instances to maintain the standards of a nursery school. It would seem wise for us in planning our day care programs in this country to face the fact that the manpower shortage that will bring about the increasing employment of women will also hinder us in maintaining the high standards of personnel of nursery schools in many of our child care centers.

Since the beginning of the official wartime nursery program in Britain in May, 1941, some fifteen hundred such nurseries have been organized. A rough estimate of their maximum capacity would be about seventy-six thousand children. The Ministry of Health equips these nurseries and pays their maintenance costs, the mothers paying from twenty to thirty cents per day for their children's care. As the need for the care of children of mothers on the night

shift has become increasingly evident, some fifty of these nurseries have now equipped themselves to give overnight care to their wards during the mothers' night shift period, thus stretching their working day from the usual twelve to fifteen hours to a full twenty-four hours.

To the American visitor, these wartime nurseries seem to be of all types, ranging from the extremely simple establishment run by cheerful, hard-working women in a bomb-scarred house without modern sanitary conveniences, to a full-fledged institution operating in a model building constructed for day nursery purposes just before the war. One sees the "hutment" nurseries operating in prefabricated buildings set up for the purpose, on sites near workers' homes, where the sleepy mother can leave her child in the early blackness of the day, on her way to the munitions plant, and pick him up again as she comes home in the dark at night. Frequently barren outside, but always with a brave attempt at color and cheerfulness within, some of these temporary buildings, especially in winter, bear quiet testimony to the great shortage of buildings a total war brings.

The matron of a wartime nursery, according to the government's policy, is a person who has had full nursing training either in a general or a children's hospital. She is assisted wherever possible by certified nursery nurses, by probationers who are getting practical training, and by domestic help. The latter sometimes are recruited from among the evacuee women in the district. In some nurseries, Child Care Reserves—somewhat the equivalent of our child care aides in this country—were found working as volunteers. It was interesting to note that in Britain such volunteer workers may be only women under eighteen or over thirty; they may not be women of the active conscription age.

The nurseries try to have the services of a nursery school teacher at least part time for their older children; this cannot always be arranged, however. The presence of babies from one month of age up is a conspicuous feature of many of the nurseries. There seemed general agreement that little babies should not be cared for in the wartime nursery, but, as with so many other aspects of the wartime situation, in many cases no other solution of their problem has been found.

On the whole, while accepting absolutely the necessity for the wartime nursery as a means of group child care during the waging of their total war, government officials and social workers expressed to the American visitors no great enthusiasm for the system. The shortage of personnel and of adequate

buildings definitely affects the nursery program. The grouping together of young children produces an infection danger, which is clearly recognized by the local authorities and the officials of the Ministry of Health. This danger is increased when it is necessary to run nurseries without enough and without properly trained staff. Some of the more discriminating social workers comment on the danger of putting the primary emphasis in programs for little children on physical care, an emphasis that is common to many hospital trained persons. In some places in Scotland and generally in Wales, even well-equipped nurseries meet with little approval from the mothers. Welsh family feeling is extremely strong, and some local health officers in Wales are definitely unable to interest the working mothers of their areas in any form of group care for their children.

On the whole, in answer to questions, officials and social workers stated that they hope for an expansion of the program of nursery schools and of nursery classes in elementary schools after the war, but that the wartime nursery would definitely not be continued, in spite of its great present value.

In Britain, as here at home, the problem of the after-school hours of the school-age child seems a harder one to grapple with constructively than the problem of the child under five. Some schools in Britain have been able to extend their hours, but their number is limited. A shortage of teachers and recreation leaders, the disorganization of the school system from time to time due to bombing and evacuation, the overcrowding of schools in the reception areas, with the necessity for part time sessions, and the shortage of buildings and equipment all conspire to make difficult the problem of constructive after-school supervision and programs. On the whole, it seems to be the general feeling that much still remains to be done in Britain to safeguard the after-school hours of the children of working parents.

Post-evacuation problems are beginning to loom large on the horizon of social workers, local authorities and the Ministry of Health. The opinion is freely expressed that the problems of evacuation will be nothing to the problems of the reverse process. There will be a small number of cases of parents who lose interest in their children, resulting practically in the desertion of the children. The Ministry of Health is looking forward to the responsibility of assuming guardianship of these children and starting them over again in life.

A larger problem, however, is the problem of the children who have grown fond of the freer life of the village and country districts, have grown used to a

higher standard of living than was possible for them in the crowded areas of their home cities, and who want to remain with their foster parents to whom they have become attached. In spite of the government's efforts to make it possible for the parents of evacuated children to visit them without undue hardship, many children have been weaned away from their parents through the force of separation and do not want to return to the homes from which war drove them. Evacuee mothers were encountered in the reception areas who have gathered their broods together again in homes of their own and who oppose the idea of the placement of children in foster homes because of this threat.

A problem which our own child placing agencies can view sympathetically is that of the local official pursued by foster parents who desire to keep the child whom they originally considered a completely undesirable guest, but without whom they now feel they cannot continue to face life. The foster parent who wants to keep permanently the child he has harbored through difficult years already presents a real problem and will become more so in the future. Yet, facing fully the disadvantages and dangers of evacuation and aware of all the difficulties that remain to be solved, it is still the opinion of the officials that evacuation of children in school groups is the best way to save them from the inevitable destruction that large scale bombings bring. In this, as in most other aspects of the war situation, the choice is not between a desirable and a less desirable method, but between the lesser of two undesirable situations.

A country at war has little time for research. The results of the programs of the hostels for difficult children will come to us in later years, if at all. They are the best solution at present discovered for handling the evacuated children who fail to secure billets in which they can happily adjust, and the method seems preferable to too long a period of rapid replacement in home after home. The fact that by far the largest number of children spending a few months in the hostels are then successfully rebilleted with private families would seem to indicate that the hostels are doing constructive work. The establishment of a number of special hostels for children suffering from enuresis, that great plague of the evacuation period, is also a practical means of meeting a difficult situation. There is decided preference for the government's method of extra payments to foster mothers willing to deal with enuresis cases, but in such a mass care program as the British evacuation program has been, a considerable amount of group

provision for the exceptional individual has been a practical necessity.

The residential nurseries that have developed to the number of nearly four hundred during the war would seem to present simply the usual problems that an institutional program for babies and young children in this country would have. The foster home method of care would probably be better if personnel were available to find and supervise the homes and if homes able to handle additional young children could be found. The scarcity of personnel and accommodations plays a large part in this situation; the destruction of homes all over Britain, the necessity for rehousing families whose homes have been destroyed and for billeting evacuees and war workers throughout the country has strictly limited the number of available foster homes. The work of many of the children's institutions in the country is being seriously affected by the scarcity of the supply of foster homes on which they have always counted for their outlet.

"The war has had nothing but disastrous effects upon the fourteen to eighteen year olds," said one of the leading figures in social work in London. Other commentators may not all have been so pessimistic, but the fact remains that total war brings heavy problems to the adolescent youth of a country. Many of this age group are working forty-eight hours a week in factories of all types. They are earning more money than they have ever had before, at a time when there is less to buy with it and restricted opportunity for moving about or for a wide range of amusements. They feel like men and women on their own and they are not yet mature. The registration of all young people between the ages of sixteen and eighteen has made possible a fine effort to discover whether they have any affiliation with any youth group and, through careful interviews by specially chosen people, to encourage them to connect themselves with some group of their own choice. The success of the air training corps for boys and of other boy and girl movements that have a definite connection with the war effort has been very marked. It would seem that we can learn much from the British experience as to the use of the adolescent's natural interest in the war to help him gain self-discipline and stability, as well as training for the future.

Delinquency among children and youths of all ages is believed to be increasing and the offense most commonly mentioned is petty stealing. From an American viewpoint, it would seem that perhaps the robbing of apple orchards is more of an offense in the British mind than it is with us, but the fact remains

that a month's observation of daily living in Britain indicates clearly why child delinquency would be expected to increase. Home life is seriously disrupted by the absence for all or part of each day not only of the father, but often of the mother. The scarcity of goods and commodities of all sorts makes them more desired and the temptation to steal what is not readily for sale is great. The inevitable and all pervading blackout leaves the child or the young person for long hours out of each twenty-four in an atmosphere where normal occupation is difficult and where petty offenses or unhealthy practices find easy concealment. The inevitable disruption of schools and school programs through bombings lessen the hold of those institutions on child life and the shortage of personnel both in the schools and in recreational agencies produces complications. Moreover, the natural atmosphere of a war period is one of excitement and adventure and the child, like the adult, becomes accustomed to the thought of violence and hostile behavior. Just when the young people of a country need the wisest and most constant guidance in their problems, the exigencies of war give them the least.

In our first interview in London, the American Ambassador reminded us to notice the effect of the shortage of manpower on everything and stated,

"They cannot do in the social services what they know they need to do." This is a point that we would do well to remember in our thinking of wartime social service in this country. Increasingly, as the effect of war presses down upon us, the manpower shortage will influence every aspect of our social work and we too will be obliged to decide what the absolute minimum essentials of our programs are and to evaluate one service against another. It is fine for us to have our ideals and to hold to the highest possible standards, but we need, if we are not to be swept aside in the progress of events, to be able to adjust our programs to the realities of wartime situations. Shortages of personnel, of money and of equipment have radically affected British social service programs and they will affect ours in proportion to the length and seriousness of the war. If we can face our problems with the same honesty and with the lack of defensiveness, prejudice and competitiveness that the British are showing and if we can increasingly strip our services of unessentials, achieve real coordination, and focus our attention as they are doing on results to be obtained rather than on methods and technicalities, we will have gone far in making social service the wartime necessity in this country that it has become in Britain. Moreover, it is the only way we can really "put children first."

Day-Care Program for Children in Philadelphia

I. ADMINISTRATION

THE program of the Philadelphia Committee for Day Care of Children calls for the establishment of approximately fifteen day care centers for fifty children each. Care for a maximum of eleven hours a day will be given to children two to twelve years of age, six days a week. It is generally accepted that day care centers should be comparatively small units, located within reasonable walking distance of the homes and schools of the children. The proposed program is briefly outlined as follows:

- (a) For pre-school children 2 to 5 years of age—Arrival at the center as mother goes to work. Inspection by a staff member for colds, rash, etc. (If necessary, the child is isolated to prevent spread of possible infection.) Breakfast, if needed. Training in personal habits, such as washing, toileting, teeth cleaning, etc. Supervised play indoors and out. Mid-morning orange juice and cod liver oil. Dinner. Afternoon naps. Crackers and milk. Afternoon play indoors and out until mothers call for children.

- (b) For school age children 6 to 12 years of age—Arrival at the center as mother goes to work. Inspection by staff member. Breakfast, if necessary. Supervision of younger children to and from school. Lunch. After school recreation program until the mother arrives to take the children home.

The operation of this program is based largely upon the thorough groundwork which was done over a period of a year, by the original committee. The chairmanship has remained the same, although committees have had to be changed in many instances from planning bodies to operating groups, frequently calling upon different skills and abilities. The Operating Committee, appointed by the Council of Defense, consists of representatives of public and private groups and organizations, and is headed by an Executive Committee empowered to act for and report to the Operating Committee.

Miss Alice T. Dashiell, formerly Executive Secretary of the Franklin Day Nursery, has been appointed as Administrator, and she is assisted by Miss Anabel

Maxwell as Counsellor and Case Work Supervisor; Mrs. Blanche Paget as Research Director and Statistician. The other office staff consists of a part time accountant, an office secretary and two stenographers. Besides this, we have the full time services of the Chairman and the Equipment Chairman, both of whom, although volunteers, are carrying on the responsibility of regular staff members.

Pre-admission physical examinations are required for all children, and are made at existing health clinics or through arrangements with interested private physicians. The Visiting Nurse Society and City Health Nurses have helped us to establish a sound program of daily morning inspections of each child on admission. We also require thorough physical examinations for all staff members, including Wassermanns and chest x-rays.

Menus have been worked out on a daily basis covering a period of a month by nutritionists who have included a large percentage of the daily caloric needs in the diet. Food costs have been based upon a hot lunch, breakfast (only if necessary) and supplemental milk and orange juice at a cost of 30 cents per child. Surplus food commodities and penny milk are both being used. An original order of staple foods is placed in each center before opening, and after that the Directors replace these from the wholesaler, but they buy fruits, meats and vegetables locally.

Staff qualifications and the salary range for each staff position have been drawn up so that the expenditure of public funds may be adequately safeguarded. They may be summarized as follows:

Director—The director should possess the ability to plan, coordinate and direct the program of the center. She should be chosen, if possible, from the educational field. A genuine interest and understanding of, as well as training in, the care of children is a basic requirement for a day care center directorship. The director should also possess the ability to develop a working relationship with the local board of the day care center and to fill a limited demand for speaking engagements.

Case Worker—Preference will be given to graduates of two year course in social work with one or more years' experience.

Nursery School Teacher—She should be a graduate of a teachers college with a major in nursery school education, or a graduate of an educational institution offering a nursery school unit of courses and actual experience in the nursery school.

Kindergarten Teacher—She should be a graduate of an accredited educational institution with a state certificate in the kindergarten-primary field.

Recreation Teacher—She should have specific training and experience in group work with children and

be capable of organizing and supervising a variety of activities and of directing volunteers.

Admissions are made by case workers on the basis of specific policies worked out and covering need of mother to work, her inability to provide adequate care for her children, and must include the participation of both parents in formulating the plans. Fees are based on a fee scale taking into consideration the total family income, number of persons in the household and number of children to be cared for. Fees range from 5 percent to 9 percent of family income, but for budget purposes we have averaged them at 40 cents per day per child.

Equipment of centers has been budgeted at \$1,000 a center, but this figure varies considerably due to the facilities of the particular buildings chosen. Mrs. Theodore V. Wood, President of the Philadelphia Association of Day Nurseries, as Chairman of the Equipment Committee, is handling the difficult job of buying and borrowing equipment at a time when everything we need is almost impossible to secure.

Each center has a local board of managers consisting of representative neighborhood people, and we have found that this group can be very helpful in interpreting the work to the community and in securing local interest and backing. For these groups we usually choose representatives of social agencies, church and business groups, schools, neighbors and mothers. They are usually enthusiastic about the work and can do much in the way of community relationships and of practical assistance.

We now have six centers opened, staffed and more or less equipped, and think it only fair to point out some of the difficulties with which we have been faced in order to assist other communities contemplating similar programs. In the first place, an accurate study of need in a given area is almost impossible to secure prior to the actual establishment of a center and the making of the detailed case work admissions. After need is ascertained for a given locality, the location of a suitable building presents a grave problem, especially in an overcrowded industrial center such as Philadelphia. Plumbing equipment has become for us a major problem, as few parish houses, schools or settlements have adequate toilet and washing facilities for a group of small pre-school children who cannot be taken up and downstairs. The lack of a fire escape presented an almost insurmountable difficulty in the use of an otherwise excellent house. Items such as refrigerators, stoves, cooking utensils, typewriters, canvas for cots, forks and spoons, cod liver oil, locks and disinfectants can be bought only

with the greatest difficulty, and toys must either be made of wood or donated as most metal play equipment is now unprocurable.

Our staff has presented difficulty only in certain categories. The shortage of trained social workers has made it necessary for us to lower our original qualifications for these positions in our centers. Adequate clerical staff at the salary we can pay is impossible to secure, and cooks and cleaners must now all be in defense work!

Due perhaps to good newspaper publicity, as well as to the appeal of war work connected with children, we have had many well-qualified applicants for the positions of director and teacher. Our directors are women with excellent qualifications and varying experiences, capable of supervising their teaching staff and managing the individual centers under the supervision of the administrator. Many excellent nursing school and kindergarten teachers have also been attracted to this program, and in spite of the long hours and inaccessibility of many of the centers have been willing to work with us. Our trained volunteers are slowly being placed in the centers and we feel sure we can count on them to supplement our limited staff.

Applications to two of the centers will soon bring these enrollments nearly up to capacity, while a third has very few children, due, we feel sure, to the fact that we went into this neighborhood without a preliminary survey. The other two are just opening.

—MRS. H. RENE RUEGG, *Chairman*
Philadelphia Committee for Day Care of Children

II. CASE WORK PROGRAM

THE case work philosophy of the Philadelphia Committee for Day Care may be very simply stated as:

The case work program which we have set up is to be an integral part of each day care center, with supervision from the Administrative Office. Miss Anabel Maxwell, our Counsellor and Consultant, a qualified case work supervisor, is responsible for this part of the program and for supervision of all case workers on the day care center staffs. Our budget enables us to appoint one full time worker to each two centers.

We see in our day care service an opportunity to preserve family relationships in the face of a wartime emergency, which in every aspect is a threat to family life. Recognizing the need of children for care and protection in peacetime as well as in wartime, we are endeavoring to build a program which will have lasting value.

It seems therefore necessary to foster relationships

between parent and the day care center in such a way that the parent at all times finds it possible to share responsibility for the child's care.

This means to us skilled case work service, not on the level of investigation and relief giving, but a process which seeks consistently to help the parent determine the best possible solution to the family's problem. This problem generally involves the need of the mother to work, the question as to her taking or continuing employment in terms of the welfare of the child and the decision by both parents on a plan for the child's care.

If the opportunity is provided for the parents to participate responsibly with the worker in planning for the child and that plan indicates admission to a day care center, the following steps are outlined.

After the initial interview at the center, a medical examination is arranged for the child at which the parent is present. The second step is a brief visit to the center by the parent and child so that the new experience for the child in separation from his parents may be less difficult. This, too, may be a further opportunity for the parents to determine whether or not they wish to use the service of the day care center.

Following this, there may be a visit to the home, where final arrangements are planned. At this time the father has the opportunity of participating, if he has not already come to the center.

During this visit parents usually want to give much information on the child's development and habits valuable to the teachers on the center staff in their helping the child to make his new adjustment.

We believe that this relationship between parents and worker should continue beyond admission, since parents do need to keep constant touch with their child's experience while in care, also because there are changes in the parent's living and employment situation which vitally influence the child's life both at home and in the center.

—ALICE T. DASHIELL, *Administrator*
ANABEL MAXWELL, *Consultant*

The American Public Welfare Association New Monthly Publication

THE American Public Welfare Association, 1313 East 60th Street, Chicago, has just released a first issue of its new monthly publication, "Public Welfare." The subscription rate is \$5.00 a year; \$4.00 to members, included in membership dues; single copies, 50 cents.

BULLETIN

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Henrietta L. Gordon, *Editor*

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A Critical Year for American Youth

EVIDENCE of wartime hazards to American boys and girls is accruing like the layers added to the snowball rolling down hill. Any who are too nearsighted to perceive this can have their doubts removed by the findings of a special session of the U. S. Children's Bureau Commission on Children in Wartime held at the White House on February 4th. The meeting was called by Leonard W. Mayo, Chairman of the Commission, to explore the problems of children and youth in wartime, with special reference to juvenile delinquency and the community's responsibility for providing services for meeting these problems. Miss Katharine Lenroot and others of the staff of the Children's Bureau gave up-to-date information of increases in delinquency and of the problems confronting all who work with children and youth.

Mrs. Roosevelt, in addressing the opening session, offered practical suggestions from her observations of the provisions for youth in Britain. Those recreational services best developed and most acceptable to British young people are those in which youth has exercised initiative in planning and carried responsibilities for part of the administration. She indicated that in many activities other than their own recreation youth has proved their competence. Girls and young women constitute the only substantial source of labor supply for work other than the war effort, such as sales personnel in stores. Youth need the satisfactions which come only with participation in the community's effort. With wages they never before handled, their use of recreational facilities, especially those under commercial auspices, requires attention we have not yet given to such resources.

The implications of the increased employment of children were discussed in view of American as well as British experience. It is clear that restrictions on child labor are necessary for the protection of the health of growing boys and girls. Employers too often have been careless in stretching the two or three hours

of after-school employment to six hours or more. In one state the proprietors of bowling alleys retained legal counsel in an effort to keep pin boys employed until after midnight, stating that this was necessary if their business was to endure.

The importance of calling labor unions and farmers' organizations into our planning for youth was reiterated. The movement of city youth to the country during the summer of 1943 was discussed. In view of last summer's experience, there was the suggestion that for week-ends and during spring and fall holidays young people should visit the places where they are to work during the summer. This will give them an understanding of the planting and harvesting which a summer experience may not include, and will allow introduction to those with whom they are to work and the conditions under which they are to live.

A concluding act of the Commission was the agreement to prepare a statement on the problems and causes of juvenile delinquency and proposed programs for youth in local communities.

Again it is clear that worth-while services in your community must be started by your community. It is to be expected that members of the Child Welfare League will provide some of the local initiative needed for such enterprise. Our federal agencies have much to offer in consultation and, much to their credit, they are making progress in unraveling bureaucratic red tape. There is still unraveling to do but those serving children may gain particular satisfaction from the increased cooperation between the U. S. Children's Bureau and the U. S. Office of Education and the fine leadership in coordination being supplied by the Office of Defense Health and Welfare Services.

Grants-in-aid have their place and without them our poorer communities would find wartime a hard time indeed in which to develop even minimum services for children. But for every dollar of federal subsidy it is probable that ten dollars of local money should be raised and spent. This is a reaction after attending this very recent meeting in Washington which showed so clearly the meagerness of our resources for supplying the recreation and other services to which American youth are entitled.

—HOWARD W. HOPKIRK

New League Publication

Case Work in a Children's Institution: When provided by a separate child placing agency, by Edmonia B. Dillon. Price, 25 cents.

Miss Dashiell Joins League Staff—A Step in Expanding Day Care Services

MISS ALICE T. DASHIELL will join the staff of the Child Welfare League of America as Field Secretary on March 1st. She will give special attention to the League's expanding services in the area of day care, a work for which she has outstanding qualifications. This first addition to its staff since the League took over the national program of the National Association of Day Nurseries is one of several steps contemplated in 1943.

The League will not departmentalize its day care activities but will carry this responsibility very much as it has its services in foster care and child protection. Day nurseries and other day care centers will be received into the League's constituency on the same basis as are child placing agencies and children's institutions. This policy has been developed with an awareness that it will be helpful for those engaged in day care to learn from the experience of those in other children's agencies, who in turn will find new vitality as they associate with those day care workers who are adapting their programs and services to meet some of the community's most perplexing child welfare problems. This interdependence of different types of service to children has been clearly recognized by the League's board and staff. In different capacities Miss Dashiell has helped to develop such relationships among the child welfare agencies of Philadelphia.

The League's Committee on Day Care is being organized and soon it will be at work with the League's staff in plotting objectives and developing services. The personnel of this committee soon will be announced, as will some next steps in day care services. The entire staff of the League, reinforced by Miss Dashiell, will lose no time in developing the League as a substantial and balancing resource among national day care services.

Some of Miss Dashiell's earliest appointments will consist of the studies of those day nurseries which are applicants for accredited membership in the League. Consultation, always a major responsibility of the League's field staff, will be developed in the area of day care in close coordination with those federal agencies carrying principal responsibilities for day care. Miss Dashiell is a member of the Advisory Committee on Day Care of the U. S. Children's Bureau and in that capacity has had a part in the planning which that Committee has done, such as the development of standards for various types of day care.

She comes to the League from the position of Administrator of the Philadelphia Committee for Day Care of Children, Philadelphia Council of Defense, which has city funds with which to develop a minimum of fifteen day care centers. Previously she was Executive Secretary of the Franklin Day Nursery in Philadelphia and before that was a Supervisor of the Mothers' Assistance Fund of Philadelphia County. She is a graduate of the Pennsylvania School of Social Work and a member of the American Association of Social Workers.

WARTIME EMERGENCIES AND LONG-RANGE CHILD WELFARE PROGRAMS are discussed by Miss Emma O. Lundberg, Consultant in Social Services for Children, U. S. Children's Bureau, in *The Child*, January, 1943. She says in part:

"Deliberate planning must be replaced by quick, decisive action to meet urgent needs which cannot await political expediency or be delayed because of reluctance to face boldly problems that may affect established institutions and procedures. First things first is an excellent idea, but all too often it proves to be an alibi. The wartime emergency points the moral to the importance of many of the problems, the need for which has been recognized for many years. The wisdom of Grace Abbott's oft-quoted remark that we cannot feed children skimmed milk for years and make up for it later by giving them cream is borne in upon us from many directions. The results of physical handicaps, malnourishment, and neglect are found in men unfit for military service, and lack of schooling takes on deeper meaning when drafted men must be rejected because of illiteracy. . . .

"The present day-care problem is a case in point. Provision of day care for children is urgent in many communities and the needs must be met without delay. But employment of mothers of young children must take into account the hazards to children who are left without the safeguards which the home should provide. Standards of physical care and training of young children in day nurseries or day-care centers must be equal to the standards recognized as essential for children similarly provided for in ordinary times, and supervised activities must be made available for older children when schools are not in session. . . .

"But we have a great deal to lose if we do not protect the rights of these children and if we permit institutions which should exist only during the emergency to become permanent activities which hamper the development of constructive community services.

"Juvenile delinquency, another serious problem in communities especially affected by war conditions, is now claiming much attention. The methods proposed for combating delinquency are mainly those which have been recognized for a great many years—secure and healthful home life and substitution of constructive influences for harmful conditions in the community. The seriousness of this wartime problem should bring a realization of the importance of general application of the principles of prevention and treatment of juvenile delinquency so long subscribed to in theory but neglected in practice. . . .

"Legislation is needed in order to make effective some of the services required for the care and protection of children in wartime. Care must be taken so that emergency legislative measures will not duplicate or weaken protective laws already on the statute books. . . .

"Citizen groups representative of the varied interests concerned with the welfare of all children in the State and in its communities can be of very great service by keeping before the public the need for maintaining good standards of legislation and administration and promoting cooperative action in behalf of children. The active participation of all State and local groups which have been working toward a unified program of child health, education and social welfare will be needed especially in connection with post-war planning."

THE BOARD MEMBER SPEAKS—

THE Southern Regional Conference of the Child Welfare League in Savannah, Georgia, proved such a delightful, stimulating and helpful experience that I feel moved to tell other Board Members of it.

I attended the meeting in November and came away with the conviction that all Boards of Directors of member agencies should establish the policy of sending one or more representatives to the League Conferences—in addition to staff representatives.

The Child Welfare Association devoted the December board meeting to reporting the Savannah Conference. Earlier, when the suggestion was made that this agency send delegates from the Board of Directors, one member promptly spoke up—"If they can bring back such interesting and helpful reports I so move."

Staff members gave résumés of many of the papers. As a Board Member I was particularly interested in the Institute on "Board and Community Responsibility in Child Care," given by Dr. Walter L. Stone. Dr. Stone, who is the Director of the Council of Social Agencies of Nashville, Tenn., outlined his Institute under five headings:

1. FUNCTIONS OF BOARD OF DIRECTORS IN ANY SOCIAL WELFARE AGENCY
2. ADMINISTRATIVE SUGGESTIONS FOR SOCIAL WORK EXECUTIVES
3. COMMITTEE PROCESS
4. PRIVATE SOCIAL WORK NOW AND AFTER VICTORY
5. INTEGRATING SOCIAL WORK WITH CIVILIAN DEFENSE

There were many points which board members should consider thoughtfully and suggestions which might help in appraising and stimulating agency and board activities.

The functions of a Board—policy making, education and interpretation—were discussed in detail. In elaborating on these functions, points of particular interest were made.

- (a) *Securing a competent executive* whose responsibility is the administration of the agency, advising when policy is under consideration, acting as executive agent of the Directors in initiating the policies.
- (b) *Giving time, thought and service to the agency*—There must be both ability and willingness to serve—Board members who contribute only names or represent vested interests are of little benefit—Their very membership tends to render the Board static and inactive, totally unfamiliar with the purpose and work of the agency. Every board member should be an active member of a committee and render volunteer service according to special ability—One responsibility is that of serving on the Community Fund Drive or helping to raise funds.
- (c) *Familiarizing himself with the history and work of the agency*—To accomplish this, some boards require new members to read the minutes of the last five years that they may be competent to pass on future matters of policy. Some require a definite amount of volunteer service as a prerequisite for membership—Others have an orientation course for new members.
- (d) *Formulating policies based on community needs*—This responsibility presupposes a comprehensive knowledge of existing agencies and their functions and of the social needs of the community.

- (e) *Periodic re-examination of the agency program.* This, Dr. Stone thinks, is particularly necessary because of rapidly changing conditions and advises an examination of the program of the last six months—We as Board Members should ask ourselves—Is our service adequate? Can we give more? Should we render other and a different service? Volunteers—Can we use their services more? For private agencies Dr. Stone suggested a consideration of fees for certain specific services. In reviewing the agency's services the question of cooperation and service to military and naval authorities and the FBI should be considered. The necessity of closest cooperation—of making all data and records available—was stressed.
- (f) *Interpreting the agency to the public*—The Board Members should be able to interpret the field of service—the need that is met and the specific work that is done—The members have the responsibility of interpretation personally and on an organized basis in order that the general public appreciate the need that is met and support the work.
- (g) *Understanding the finances and preparing the budget*—Members should know the costs in units of service—comparing these costs with those of agencies doing similar work in communities where similar economic conditions prevail.
- (h) *Taking responsibility to the community for adequate service from the agency*—with this in mind the Board Members must know the quantity and quality of service in comparison with the best standards available.

Dr. Stone made some exceedingly practical and valuable suggestions that the size of the Board be not less than 12 and not more than 21—that the membership represent a variety of interests and affiliations, that each member be on an active committee selected for it because of interests, aptitudes and experience—that members give volunteer service at regular and stated times.

Few standing committees—with special committees appointed for specific tasks, functioning and then discontinuing, result in better work—more active participation.

Rotating Board membership, a policy in vogue by many organizations, is an excellent way to acquaint many people in the community with the work of the organization—makes it possible to eliminate inactive members gracefully, gives keenness to the membership—Election for a definite period—three to five years—after which members automatically go off—with no re-election except after a definite period. Valuable active members may return with renewed interest and a fresh viewpoint.

Dr. Stone felt it important that officers should not be retained indefinitely—for example—a term of office for two years—with no re-election. In this way latent material and ability which should be present in any well-chosen Board would be developed, and rich and rewarding experience given more people. It would also prevent a static inactive Board, with inflexible unprogressive policies.

Dr. Stone's suggestions gave to us a definite yardstick by which we may measure our attainments, develop a high standard of responsibility and help us to visualize a goal toward which we may strive.

—JANE H. RUTLAND

President, Child Welfare Association, Atlanta, Georgia

The Interpreter's Column

Last month we announced that the Social Work Publicity Council (which, after twenty years of service, has changed its name this month to the National Publicity Council for Health and Welfare Services) would offer our readers, as an experimental service, a special column of suggestions on how the material in the BULLETIN can be used for the wider purpose of community interpretation. Below is the first of the columns.

Interpretive material that attracts war-minded editors does not always contain solid and significant content on a pressing problem. But Miss Taylor's article on child welfare in Britain contains all these elements of sound interpretation.

It is a fresh, first-hand, eye-witness story from a war front. Therefore it can compete for attention with the latest cable or short-wave broadcast from abroad.

In addition, it deals with a vital home front problem—perhaps the most vital. And it discusses the problem not in terms of generalities and exhortations but with facts and analyses that speak for themselves.

Miss Taylor's article offers an excellent opportunity to do a solid job of public education. No matter what channel you use for this job, always bear in mind this approach: Relate Miss Taylor's article to the American scene and to your local scene; point out that Britain's experience should be a warning to us to meet these problems more adequately before we are snowed under. Always be armed with the facts about the same child welfare problems in your own community. Be ready with the kind of information on the national problem given by Mr. Hopkirk in his editorial in this issue.

Now here are some specific ways of using Miss Taylor's article:

1. *Newspapers.* Ask the editor of the Sunday feature pages or of the women's page of your local newspaper to reprint the article in full or in part. Offer to get an introductory note from the head of your agency or from some other qualified person in which the article's significance will be highlighted in terms of the local problem. Urge the editor to illustrate the article with both British and local photographs. He can get the British photographs from his own files or from his photo agencies; he should be able to get local photographs from you.

Whether or not the article itself is reprinted, try to get your local papers to run editorials based on it. Editorials are written by the editor or by an editorial writer. Find out who he is and see him. Give him the article and give him the facts about the local

situation. Try to convince him that his newspaper must take a major share of the responsibility of awakening the community to the seriousness of the problem. After he runs the editorial, write a letter to the newspaper commending him and making some additional comments of your own.

Whether or not your paper runs an editorial, the article can be used as the basis for a letter to the editor written by yourself or by one of your board members. "Dear Sir": the letter might say, "Your readers might be interested in some startling facts about what happens to children in war which I have just come across in an article by Miss Ruth Taylor. . . . Miss Taylor writes that. . . . We find that the same sort of thing is happening here. For example. . . . We can learn much from the British about how to prevent. . . . In Middletown we need. . . ." etc., etc. Fill in the facts but don't make it too long.

The women's page editor may write a column of her own. If so, she should be asked to write a column about the article as a whole. Approach her as you would an editorial writer. Or suggest that she write about one of the particularly difficult questions raised in Miss Taylor's article, such as participation of the child's parents as against complete concentration on foster parents. Suggest a women's page symposium on this question in which prominent local women leaders express their views. Specify some names and offer to get these women to write 200 word statements for inclusion in such a symposium.

2. *Radio.* Commentators who do other things than read news bulletins, or commentators on problems of women and the home, might use the article both for its news value and as a springboard for discussing the local child welfare situation. Approach them also as you would an editorial writer.

3. *Bulletins and Leaflets.* If you have a local bulletin, excerpts from the article should be used together with a discussion of the local situation. This bulletin, or a mimeographed copy of the entire article, should be sent to key people in the community, including public officials, and leaders in PTA's, women's clubs, war relief agencies, etc.

Miss Taylor's facts and observations, such as her last paragraph, should be quoted in leaflets. They should also be quoted in annual reports to help fit the work of your agency into the picture of what is going on in the world. Some excerpts from the article can stand by themselves as forewords to folders.

4. *Meetings.* Miss Taylor's article should provide a new subject for your speakers or new background for old subjects. Your speakers will not want to memorize the article or read the whole thing to an audience. But they could paraphrase it and quote parts of it. (Incidentally, *Our Children Face War*, by Anna W. M. Wolf, reviewed in this issue, is also excellent background material for speakers and could be used as the subject of talks before groups that discuss books.)

Computing Board Rates for Foster Home Care*

How the Whole Thing Started

During the past two years the requests for foster home placement by parents who wanted to pay for this service and were able to do so have grown from 8 out of 132 placements to 53 out of 147 placements made by the agency. In many cases parents have come to us after trying to work out some arrangement with friends and after paying amounts several dollars in excess of the weekly board rate which the agency has been charging. At the same time many of our foster parents have felt that they were not being adequately paid for the effort and expense involved in caring for children. Although the raising of the agency board rate would seem to offer an obvious solution to both problems, it was necessary to consider this carefully in order that it might be done in a way which would be most helpful to the child's own parents and most satisfying to the foster parents.

How We Defined the Problem

To us, careful consideration meant deciding on a point of view about board rates as well as the development of a budgetary formula which would include those expenses and services for which it is possible to reimburse foster parents. We had read Margaret Barbee's article entitled, "The Parents' Financial Responsibility in Child Placement," in *The Family*, July, 1940, in which she pointed out the difference in the way in which finances are handled in family and children's agencies. In family agencies there has been a great deal more emphasis on finding out how much a family can afford and whether or not supplementation by the agency may be necessary if they are to carry out their plans. In the children's agencies it has been more usual to set an arbitrary rate for foster home care and then ask parents how much they can contribute toward this charge.

It seemed to us that this difference in approach on the part of children's agencies tended to exclude parents from participation in a large part of the process of deciding whether or not they wanted this service. In effect it amounted to the agency taking the parents' problem away from them—although the door was left open a crack to receive their "contributions." For a long time there has been recognition that the extent to which parents are able to participate in the placement of their children bears an important relationship to the success of the placement. Thus, it seemed to us that changes in the amount of the board rate should be accompanied by changes in the way in which these charges were worked out with

parents. Naturally this meant that board rates would no longer be set up arbitrarily or used arbitrarily with parents, and our problem became one of developing a plan of financing which would allow room for flexibility and individualization.

We realize that for the present such a plan could operate only in situations where parents request or recognize the need for foster home placement, as we would still continue to place the children for whom the Child Welfare Division of the Erie County Department of Social Welfare would assume financial responsibility and for whom a flat rate would be charged. In situations where the Children's Court has given custody of children to the Erie County Department of Social Welfare, the rate of board is fixed by the judge and the Child Welfare Division.

We were aware from the start that the major difficulty in working out a budgetary formula of any kind lay in the fact that it is impossible to reimburse foster parents for the love and affection which are primary requisites in foster home care. However, just because it is impossible to pay foster parents on this basis, we did not think that we had any right or any reason to overlook other things for which recompense was more possible. We also thought that a careful effort to pay for what we could might increase the foster parents' willingness and ability to carry their responsibilities more effectively. That is, if foster parents understand the basis on which they are being remunerated, they may be more clear about their overall function and responsibilities.

In situations where the amount of board that the parents seem to want and need to pay more than covers the rate which is worked out with them, the balance will be applied toward agency overhead as a service charge. (There are figures available in the agency which can be used as a guide.) In such instances the foster parents would receive part of the total amount that the parents pay. This sets a kind of ceiling on the maximum amount that foster parents will receive as well as on the amount that the parents will pay to the agency.

The Kind of Help We Found and Used

A great deal of splendid assistance was available to us. We consulted home economists at the Buffalo State Teachers' College, the Erie County Farm and Home Bureaus and the Erie County Department of Social Welfare. In addition to many concrete sugges-

* Based on the work of a staff committee which was composed of Frances Bellanca, Doris Kirshbaum and Hazel Osborn.

tions and much specific information, we were particularly grateful for the interpretation and understanding of budgets. We had been somewhat afraid that budget plans and theories would be too rigid for us to use. However, we found that the current budget is "tailor-made," and that the old mass-minded budget which tried to overlook individual tastes and interests apparently has gone out of style. Their point of view is that the major value of budgeting lay in the discipline of helping people to think through and decide what things in life were most important for them. This seemed right in line with the use we hoped to make of this material in working out plans and arrangements with parents.

Our thought that board rates might be worked out on a more flexible basis led to a search for a basis for such computation. The following "Notes on Board Rates" are aimed at showing how amounts might be arrived at. Several different means are indicated, that is, we found that some items could best be worked out on a percentage basis while for food it seemed most helpful to give fairly exact maximum and minimum costs. It might be noted at this point that the minimum food costs were set up on the basis of figures secured by the Home Economist in the Erie County Department of Social Welfare in November, 1942. Recipients of Home Relief were given food stamps, and so for our purpose 50% was added to the ECDSW figures, although this amount in actual money would never be given to their clients. It was thought that a figure somewhere between the minimum and maximum might be set for an individual child, depending upon the parents' and foster parents' standards.

The proportion of the budget allocated to room and to utilities probably does not need any explanation, although the inclusion of room rent might be questioned on the basis that few, if any, foster parents move to larger quarters in order to have space for children. However, we felt that this was a part of the overhead in which children might well share and for which foster parents might justifiably receive some compensation. Laundry and care and repair of clothing were the only "services" for which we were able to work out a cost basis. The fluctuating items included in the "Notes" are probably self explanatory. Although the agency has both clinic and doctors' services which are available to children in foster homes, it did not seem that all of this service need be given free to parents who are able to pay for it. Consequently it was included as an additional item for parents who could assume it.

NOTES ON COMPUTING BOARD RATES FOR FOSTER HOME CARE

A. *Fixed Items* (The same from week to week).

<i>Food:</i> Babies to 6 years . . .	\$2.30 per week	} Ade- quate Mini- mum
7-8-9 years	\$2.30 " "	
10-11-12 years	\$3.25 " "	
13-14-15 years	\$3.15 " "	
One of our foster mothers has chil- dren from 7-12 years living in her home. She is a careful and a good provider and figures that the chil- dren's food cost averages 75 cents a day or \$5.25 a week.		} Ade- quate Mini- mum

Room (Shelter):

Many families spend about 17%-25% of their income on rent. It seems fair to pro-
rate the foster child's share on the basis of
an average foster family's rental—i.e., \$40.
Thus the foster child's share in an "average"—
4.3 family would be about \$15. \$1.50-
\$2.00 a week.

Utilities:

Many families spend about 15% of their
income here. The foster child's share would
be computed similarly to the rent item. Prob-
ably about \$1 a week would cover this.

Household Supplies:

This includes such things as soap, shoe polish,
tooth-paste, etc., and it would seem that 15
cents a week would be adequate in most
instances.

Laundry:

It seems that 10%-15% less than commer-
cial rates for laundry would be a fair basis
on which to compute the foster mother's
time. We plan to make up some sample
laundry lists for boys and girls as a means
of figuring this a little more carefully.

Care and Repair of Clothing:

We thought we might compute the foster
mother's time at 30 cents an hour. There
seems to be a general opinion that two hours
a week would be a fair estimate for this
kind of service.

B. *Fluctuating Items* (These amounts probably will be somewhat different from week to week. It should be noted that these items include extras for which parents would assume responsibility for children in their own homes).

Allowance:

This should be large enough to cover school
and church contributions, hair-cuts, school
supplies, transportation and recreation.

Clothing:

Shoe repair, dry cleaning.

Medical Care:

Medicines, doctor's care.

Note: We did not feel that we should include
costs for special care in this outline. Under special

care we would include diabetic or enuretic or outstandingly difficult children.

C. In Addition:

There are many services and costs for which it is difficult or impossible to compute value or to reimburse foster parents. Because a great deal of the success of foster home placement depends on these services, it seemed that they should be noted and recognized here even if they cannot be financially reckoned. Some of these are:

Personal care of children—dressing, undressing, washing, brushing, etc.

Responsibility for endless small decisions, as well as for all the thought and understanding and patience that go into establishing discipline and "habit training."

Participation in the children's social life—in the neighborhood, and at school and church.

Help with school homework and many other tasks aimed at assisting children to assume and carry out responsibility.

Family treats and trips.

Transportation and other "kindnesses" to the children's own parents.

—*Prepared at the Children's Aid Society, Buffalo, N. Y., in December, 1942.*

The Use of Those "Notes"

There seem to be a variety of uses to which this kind of an outline might be put: (a) it may be a kind of guide or help in determining the parents' standards and values. For instance, the degree to which the figures that parents mention vary from the estimates in the notes will probably indicate something about life and standards in the child's home. Needless to say, there is considerable value to both the parents and the agency in knowing how board rates compare with home costs.

(b) It is sometimes difficult to open up discussion of what foster home care means with parents who want to push things through "on a purely business basis." The variety of items involved in calculating board rates or in going over the way in which a particular amount will be spent, offers many points around which to discuss a child's behavior and mode of life as well as the parents' feeling about the child.

(c) If the amount of money offered by parents is in excess of the amount the budget figures up to and a service fee is agreed upon, the worker has a further chance to discuss agency services and the parents' feeling about asking for this service.

(d) The fact that there are services for which parents cannot pay as well as those for which they can, may help in interpreting foster home care and in working out their relation with the foster parents.

Some Observations on Possible Value of This Approach

These observations include a certain amount of reiteration of points that have already been made. For instance, we feel that there is a relation between the way a board rate is set up and the way it is handled with parents and foster parents, i.e., the meaning it has for them. A flat rate is one without particular content or meaning; in fact, it may be so meaningless as to seem to parents to be a kind of bonus for foster parents—"who like children anyway." There has been an increasing awareness on the part of case workers in all kinds of agencies as to the importance of money considerations in human relations. Parents' feeling about money may make them use money as a blockade or as a lubricant and plans and progress may be facilitated or disrupted depending on these feelings. Thus, an arbitrary method of setting board rates may tend to keep people's feelings about money (or those they express through money) bottled up and unavailable to the case worker in his effort to improve relationship between parents, foster parents and children. We hope that the use of the new board rate plan will be helpful in this whole area.

In addition we hope that workers as well as parents may have a greater feeling of ease and relaxation as they work things out together in terms of the specific points that are included in this plan. If so, it seems probable that workers will be able more easily to leave the essential responsibilities with parents and to maintain a supplementary or helping role, rather than tending to take the essential responsibility themselves and putting the parents in the supplementary or "contributing" role. However great our hopes may be, it is anticipated that all workers will encounter questions, criticisms and uncertainty as we try out this plan. In us as in clients anxiety may betoken the continuation of the growth process.

We hope that our efforts to relate board rates to tangible services and expenditures, together with our acknowledgment and appreciation of the "intangible" services that foster parents render, will define the basis of remuneration for them. In addition, we hope the plan will open up opportunities for discussion about "What foster home care means," not only with children's parents, but with foster parents.

Some Problems We Will Have to Face

Any change in procedure is apt to raise as many problems as it settles. Although it is not possible to anticipate all of these problems, there are some that can be seen earlier than others. It seems certain, for instance, that there may be a difference of several

dollars in board rates for children living in the same foster home and that this situation will be bound to create problems for foster parents in regard to their feeling about these children. How will this affect the children? Will foster parents want to take all private-pay children to secure an increased income? Is there any chance of developing rivalry among foster parents when they find out how much other foster parents are getting? Will they cover up their rejection of certain children by saying that they have to have more money for them? Money has as much significance for foster parents as for anyone else. Thus, while experiencing certain satisfactions as the result of the increased board rate, foster parents will also experience some difficulties and dissatisfactions. We can only hope that being aware of some of these things will make it possible to work them out more thoughtfully and carefully before placements are made.

As we assume more responsibility for finances we create another set of problems both in the need to verify the parents' ability to pay the rate we agree upon and in collection of the money. We need some assurance that parents can and will continue to meet this responsibility. If parents do not do their part, should the agency assume responsibility for "protecting" the children and for keeping them in foster homes?

Right now we do not know all the questions we will meet, let alone all the answers. However, we think it is important to know that there will be questions and problems and that we will have to meet them as they come along. Thus, although we hope that our "Notes" will help workers in making plans with parents and foster parents, we do not offer them with any feeling of finality.

—HAZEL OSBORN

Case Worker, Children's Aid and Society for the Prevention of Cruelty to Children of Erie County, N. Y.

Regional Conferences of Child Welfare League of America

THE Southwest Regional Conference will be held April 12 to 16, 1943, in St. Louis, in conjunction with the National Conference. Mrs. Bonnie McAntire, Executive Director, Sunbeam Home Association, Inc., Oklahoma City, is Chairman.

The Ohio Valley Regional Conference will be held May 24 to 28, 1943, in Cleveland, in conjunction with the National Conference. Mr. William I. Lacy, Executive Director, Cleveland Humane Society, is Chairman.

The New England Regional Conference will be

held May 8 and 9, 1943. Miss Marguerite Harding, Supervisor, Foster Home Care, Children's Aid Association, Boston, is Chairman.

A meeting of the Northwest Regional Conference is being planned for the spring, to be held in the State of Washington. Mrs. Henry B. Owen, Vice President, Ryther Child Center, Seattle, has accepted the chairmanship. Exact details as to time and place will be announced later.

READER'S FORUM

TO THE EDITOR:

The questions you raised in the January BULLETIN on board deductions have just been answered for our staff, Children's Service of Saint Paul, Minnesota, after a number of perplexing situations. In the past, our only defined policy on board deductions covered summer camp, generally a ten-day period. The agency paid to the boarding mother one-third of the regular board rate while the child was at camp. This consideration was belatedly agreed upon three years ago after boarding mothers pointed out that they frequently loaned bedding for camp use, rounded up all the necessary equipment, laundered everything on the child's return, and reserved the child's room the entire period.

For such other absences as hospitalization or vacation, no regular allowance was made, although considerable freedom was granted individual workers who wanted to arrive at a fair figure in specific situations. In reality these payments ranged from full board to no board, and finally a committee of three staff members suggested the following policy which has been adopted by the agency:

Full board will be paid to boarding parents for the care of a child except in the following instances:

1. One-third of the board will be paid for the time the child is out of his boarding home when the absence exceeds three days. This rate applies to absences not exceeding three weeks.
2. No board will be paid to boarding parents for the time the child is out of the boarding home when such a plan is made for the convenience of the boarding parents.

Children's Service found other St. Paul agencies discussing the same problem, and Miss Gertrude Cammack, executive secretary of the public agency, Ramsey County Child Welfare Board, reports that her agency has adopted a new policy within the past month. The Ramsey County agency has a well-organized boarding mother's club, and they worked out the following policy which was approved by the County Welfare Board:

- "1. That the boarding mother be paid a camp fee of \$3.00 for each child who goes to camp. This fee would be to compensate her for holding the child's room, for sending with the child equipment such as towels, sheets, blankets, etc., as required by the camp, and to reimburse her for spending money which the child requires for camp craft, camp fees, postage, etc., as well as to compensate her for laundry service of clothing and equipment necessary when the child returns.
- "2. That the boarding mother be paid a 'room fee' of \$2.00 each week for the first and second week and \$1.00 each for the third and fourth weeks when the child is absent from the home to compensate her in part for holding his place until the child returns. Absences such as visits with relatives, hospitalization, etc., during which this fee is paid, must be approved by the Child Welfare Division. No deduction is made if the child is out of the home forty-eight hours or less."

We believe these arrangements are fair to both agency and boarding parents, and we trust this information may be suggestive to other agencies which have not yet adopted a satisfactory plan for board deductions.

Yours very truly,

—(MRS.) LUCILLE T. KANE

Case Worker, Children's Service, Inc., St. Paul, Minn.

BOOK NOTES

OUR CHILDREN FACE WAR, Anna W. M. Wolf, Houghton Mifflin Company, Boston, 1942. \$2.00.

This book is a significant addition to the current literature on children in wartime. The six chapters discuss in turn the prevailing threats to family life, the problem of disciplining children for danger, the share youth should have and can take in the war effort, the methods of keeping children physically and at the same time psychologically safe, the challenge to women, and what children should be taught about the war. Appended are reading lists for parents and teachers, for children up to twelve years of age, and another for those over twelve. The references do not duplicate the subject of this book but furnish essential background in foreign affairs, American history and "The Social Scene."

At least as much of the content of the book is directed to parents' problems as to children's. This seems logical and right since the way in which our children understand and meet current conditions, or will meet those still to come, can only be a reflection of their parents' understanding and response. It is without question a well-written book, clear, concise, well-organized. It has style, humor, professional integrity and an enormous amount of what the author calls "horse sense." Its psychological soundness is all the greater for the complete absence of professional terminology. Yet the professional persons—family doctors, pediatricians, teachers, nurses, social workers—who concern themselves with the subject will find the book of great value. As for parents themselves, its usefulness would seem greatest for those who educationally and financially comprise what we call our middle and upper classes.

The latter opinion should be followed immediately with the statement that the book, far from conveying smugness and complacency, carries the full argument for democracy. The entire last chapter calls upon the reader to "decide whether or not the preservation of our present way of living, that gives so lavishly to the few and withholds so cruelly from the many, is what we mean in our hearts by the 'American Way.'" Dr. Wolf urges the renunciation of some of our national independence in order to form an international society and offers the resolution that "tyranny and enslavement cannot be permitted in any corner of the globe." Her phrase, a "passionately constructive peace," is worth remembering.

The author approaches the current problems of children from the standpoint of the normal, usual anxieties and fears of peacetime. There is constant emphasis on the strength and stability of family re-

lationships as the greatest bulwark against danger or the fear of danger. In this connection Chapter IV, *Keeping Them Safe*, is of much interest, discussing as it does the relative merits and dangers, psychologically, of the various methods of evacuation.

Dr. Wolf states unequivocally the necessity for maintaining and expanding our educational facilities; for strengthening our support of social and health agencies, and for seeing that these are directed and manned by professional personnel with the assistance of trained volunteers. In these days of uncertainty, with many of us keenly aware of the threats to our educational institutions, it is good to have the author's belief that our children, *because they will make the peace*, "need historical, political, economic and scientific education."

These are but a few of the encouragements which this book offers. The author herself has no doubt but that this war, more destructive objectively and more harmful subjectively to its participants than any previous war, has to be fought. She brings something positive to this conviction, however, in the affirmation that it cannot be truly won if we fight only because we hate. It can be so won only if we fight because we dearly love what is for the good of human welfare. That perhaps is the only answer to the question, "How can we teach our children to be loving and gentle, fierce and iron-willed at one time?"

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Available for Circulation to Members, Affiliates and Associates

FOOD FOR YOUNG CHILDREN IN GROUP CARE, by Miriam E. Lowenberg, *U. S. Children's Bureau Publication No. 285*, 1942, price 10 cents.

This deals with some of the adjustments that must be made during the period of curtailed food supplies. In addition it treats of needs for certain groups of foods within which a more plentiful food can be substituted without sacrifice of food value.

REFUSING FOSTER PARENTS, by Dorothy Hutchinson, *The Family*, February, 1943.

SOME PROBLEMS OF WORKING MOTHERS, by Amelia Baer and Jane East, *The Family*, February, 1943.

Correction

MY REVIEW of Mr. Thurston's book on delinquency misstates the position of Professor Eliot toward juvenile courts. Professor Eliot has long held that they should be restricted to judicial functions, social services being supplied by other agencies. Other Chicago thinkers have taken more radical positions toward the courts, and I confused the two points of view.

—CLINTON W. ARESON